Destiny Rezendes

CONTINUITY OF GOVERNMENT ARCHITECTURE ANALYSIS

Trump Second-Term Executive Orders & DoD Directives (2025-2026)

Investigative Report Package
Analysis Period: January 20, 2025 – February 1, 2026
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EXECUTIVE SUMMARY

This investigation analyzes 18 Executive Orders and 11 DoD directives/instructions issued during the first 377 days of Donald Trump's second presidential term, focusing exclusively on continuity of government (COG), national security architecture, and emergency powers. The analysis employs quantitative anomaly detection against post-1945 and total U.S. historical baselines, scored on 0–100 probability scales.

Key Findings

1. UNPRECEDENTED CONCENTRATION OF EMERGENCY AUTHORITIES
Trump's second term exhibits the most rapid peacetime accumulation of COG-adjacent emergency powers since FDR's first 100 days (1933). Within the first week: - **Day 1 (Jan 20):** National energy emergency declared (EO 14156) - **Day 5 (Jan 24):** FEMA structural review council established (EO 14180) - **Day 8 (Jan 27):** Comprehensive homeland missile defense directive (EO 14186)
Anomaly Score: 93/100 for recent history concentration (A008)
2. NOVEL EMERGENCY CATEGORIES
Two emergency declarations lack post-1945 peacetime precedent: - **Energy/Critical Minerals Emergency (EO 14156):** First peacetime domestic infrastructure emergency declaration invoking Defense Production Act authorities - **DC Crime Emergency (EO 14333/14339):** First sustained federal control of capital security apparatus since DC Home Rule Act (1973)
Anomaly Scores: 92/100 (A001) and 94/100 (A003) for recent history
3. COG INFRASTRUCTURE UNDER REVIEW
EO 14180/14378 creates unprecedented executive mechanism to potentially eliminate or fundamentally restructure FEMA, the primary federal disaster response agency. No post-1945 analogue exists for executive-led wholesale review of core COG institution during stable conditions.
Anomaly Score: 89/100 recent, **78/100 Anti-COG Score** (highest in corpus)
4. INTEGRATED CRITICAL INFRASTRUCTURE FRAMEWORK
Four mutually-reinforcing EOs create comprehensive critical infrastructure expansion under emergency authorities: - National energy emergency (EO 14156) → Grid security (EO 14262) → Advanced nuclear (EO 14299) → Data centers (EO 14318)
Anomaly Score: 90/100 recent history (A005)
5. MILITARY-CIVILIAN BOUNDARY BLURRING
DC crime emergency (EO 14333/14339) creates: - 800-person DC National Guard deployment (100-200 on duty) - Specialized Title 32 National Guard unit for federal law enforcement - Deputization of National Guard members for law enforcement - Concurrent DoD policy update on military personnel performing civilian functions (DTM 24-007)
Anti-COG Score: 73/100 (A003), 69/100 (A010)

Overall Assessment

Mean Anomaly Scores (n=12): - **P_recent_anomaly:** 84.1/100 (highly anomalous vs post-1945) - **P_total_anomaly:** 78.0/100 (highly anomalous vs total U.S. history) - **Pro_COG_score:** 66.8/100 (moderate-strong COG enhancement) - **Anti_COG_score:** 58.1/100 (moderate COG risk)

Interpretation: Trump's second-term COG architecture is **highly anomalous** compared to both recent and total U.S. history. The pattern simultaneously **enhances** continuity capabilities (strategic reserves, infrastructure resilience, missile defense) while **concentrating** executive emergency powers and **disrupting** established COG institutions.

PART 1: DEPENDENCY MAP & CORPUS ANALYSIS

1.1 Executive Order Corpus (n=18)

EO	Title	Date	Domain	COG Relevance
14156	Declaring a National Energy Emergency	2025-01-20	Energy/Critical Minerals/National Emergency	**Very High** - Invokes NEA, DPA; infrastructure resilience
14186	The Iron Dome for America	2025-01-27	Missile Defense/National Security	**Critical** - Homeland defense architecture
14185	Restoring America's Fighting Force	2025-01-27	Military Readiness/Force Management	Moderate
14180	Council to Assess FEMA	2025-01-24	Emergency Management/FEMA Reform	**Very High** - Direct COG infrastructure assessment
14378	Continuance of FEMA Review Council	2026-01-23	Emergency Management/FEMA Reform	**Very High** - Extends FEMA review to March 2026
14333	Declaring a Crime Emergency in DC	2025-08-11	Law Enforcement/DC Emergency	**High** - Federal control of capital security
14339	Additional Measures DC Crime Emergency	2025-08-25	Law Enforcement/DC Emergency	**High** - Specialized military units
14262	Strengthening Electric Grid	2025-04-08	Critical Infrastructure/Grid Security	**Very High** - Grid resilience
14299	Deploying Advanced Nuclear Reactors	2025-05-23	Nuclear Energy/National Security	**High** - Energy resilience
14336	Pharmaceutical Supply Chain Resilience	2025-08-13	Pharmaceutical Security/Supply Chain	**High** - Medical countermeasures
14292	Improving Biosecurity	2025-05-01	Biosecurity/Research Safety	Moderate-High
14318	Accelerating Data Center Infrastructure	2025-07-23	Critical Infrastructure/IT	Moderate
14213	National Energy Dominance Council	2025-02-14	Energy Policy Coordination	Moderate
14369	Ensuring American Space Superiority	2025-12-18	Space/National Security	Moderate
14364	Food Supply Chain Security Risks	2025-12-06	Food Security/Antitrust	Moderate
14363	Launching the Genesis Mission	2025-11-24	Space/Development	Low-Moderate
14167	Military's Role in Territorial Integrity	2025-01-20	Military Operations/Border	Moderate
14183	Prioritizing Military Excellence	2025-01-27	Military Readiness	Moderate

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Domain Distribution: - Emergency Management/FEMA Reform: 2 - Law Enforcement/DC Emergency: 2 - Energy/Critical Infrastructure: 5 - Military/Defense: 5 - Supply Chain/Biosecurity: 4

1.2 DoD Directives/Instructions Corpus (n=11)

ID	Title	Date	Domain	COG Relevance
DoDI 3001.02	Personnel Accountability in Disasters	2025-12-03	Emergency Management/Personnel	**Very High** - Personnel tracking during emergencies
DoDI 6055.17 CH 4	DoD Emergency Management Program	2025-12-01	Emergency Management	**Very High** - EM framework, COOP integration
DoDI 3000.07	Irregular Warfare	2025-09-29	Military Operations/IW	Moderate
DoDI 8025.01	DoD Internet Content Blocking	2025-11-18	IT Security/Information Control	Moderate
DoDI 4140.25	Operational Energy and Bulk Fuel Policy	2025-11-28	Energy/Logistics	**High** - Operational sustainment
DoDI 8420.01	Commercial Wireless LAN Devices	2025-12-09	IT Security/Communications	Moderate
DTM 24-007 CH 1	Borrowed Military Manpower / Civilian Functions	2026-01-16	Personnel/Force Management	**High** - Force allocation, emergency manning
DTM 24-008 CH 1	Disclosures of Service Members' Info	2025-12-29	Personnel/Privacy/OPSEC	Moderate
DoDD 5111.13	DoD Executive Agent for Exec Secretariat	2025-01-20	Administrative/Command Structure	Moderate
DoDI 1400.25 Vol 430 CH 1	Civilian Personnel Performance	2026-01-27	Civilian Personnel	Low-Moderate
DTM 25-001 CH 1	Aeronautical Navigation	2026-01-28	Aviation/Navigation	Moderate

1.3 Statutory Authorities & Hooks

Primary Legal Frameworks Invoked:

1. **National Emergencies Act (50 USC 1601 et seq.)**
   - Invoked by: EO 14156 (energy emergency)
   - Continued: January 2026 (second year)
   - Significance: Broad executive discretion; congressional oversight limited
2. **Defense Production Act (50 USC 4533)**
   - Invoked by: EO 14156 (energy), EO 14336 (pharmaceuticals)
   - Authority: Production mandates, resource prioritization, contracts
   - Significance: Wartime mobilization powers in peacetime
3. **Federal Advisory Committee Act (5 USC App)**
   - Invoked by: EO 14180, EO 14378 (FEMA Review)
   - Significance: Council structure for COG agency review
4. **DC Home Rule Act (1973)**
   - Invoked by: EO 14333, EO 14339
   - Authority: Federal control for 30 days (extensions require Congress)
   - Significance: Overrides local governance

5. **Article II (Constitutional Commander-in-Chief Authority)**
   - Invoked by: EO 14186 (missile defense), EO 14185 (force management), EO 14183 (readiness)
   - Significance: Expansive executive interpretation
6. **Federal Power Act, Atomic Energy Act, Public Health Service Act**
   - Invoked by: Grid security (EO 14262), Nuclear deployment (EO 14299), Pharmaceuticals (EO 14336)
   - Significance: Sector-specific authorities

1.4 Dependency Network Analysis

Network Structure: - **Total Nodes:** 48 (18 EOs + 11 DoD issuances + 11 agencies + 8 statutory authorities) - **Total Edges:** 39 relationships - **Relationship Types:** delegates_to (19), invokes (8), implements (5), relies_on (2), coordinates_with (2), reviews (1), extends (1), operationalizes (1)
Key Centrality Findings:
Highest Out-Degree (Authority Sources): 1. EO 14156 (5 connections) - National energy emergency anchors multiple dependencies 2. EO 14262 (4) - Grid security 3. EO 14180 (4) - FEMA review 4. EO 14339 (3) - DC crime measures 5. EO 14333 (3) - DC crime emergency
Highest In-Degree (Authority Recipients): 1. **DoD (9 connections)** - Primary implementer across multiple domains 2. **DHS (5)** - Emergency management, FEMA, border, grid 3. **EO 14156 (4)** - Foundational emergency; other EOs build upon it 4. **DOE (3)** - Energy infrastructure 5. **FEMA (2)** - Under review while continuing operations
Critical Dependencies:
EO 14156 as Foundation: - EO 14213 (Energy Dominance Council) → implements EO 14156 - EO 14262 (Grid Security) → relies on EO 14156 national emergency - EO 14318 (Data Centers) → relies on EO 14156 national emergency - DoDI 4140.25 (Operational Energy) → operationalizes EO 14156
EO 14180/14378 FEMA Review Cluster: - EO 14378 extends EO 14180 - Concurrent with DoDI 3001.02 (Personnel Accountability) and DoDI 6055.17 (EM Program) updates - **Anomaly:** DoD updating emergency management protocols during civilian EM agency review
EO 14333/14339 DC Law Enforcement Cluster: - EO 14339 implements/expands EO 14333 - Links to DTM 24-007 (military personnel for civilian functions) - **Anomaly:** Sustained military domestic law enforcement posture

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PART 2: ANOMALY DETECTION & BASELINE COMPARISON

2.1 Methodology

Baselines Defined:

1. **Post-1945 Recent History:**
   - EO frequency by category (energy, defense, emergency management)
   - National emergency declarations (type, duration, legal basis)
   - DoD directive issuance patterns
   - COG institutional reorganizations (FEMA creation 1979, DHS 2003, PPD-40 2016, EO 13961 2020)
   - Military domestic deployments (1968 riots, 9/11, Jan 6 2021)
2. **Total U.S. History (1789-Present):**
   - Constitutional emergency powers practice
   - Wartime vs peacetime authority patterns (Civil War, WW1, WW2, Cold War)
   - Federal-state relationships during crises
   - Military-civilian separation norms (Posse Comitatus 1878)

Anomaly Criteria:
Quantitative: - Frequency: Rate of COG-relevant EOs compared to historical norms - Concentration: Clustering of authorities within timeframe - Duration: Length of emergency declarations - Scope: Breadth of agencies/sectors affected
Structural: - Novel combinations of authorities (NEA + DPA + infrastructure) - Institutional disruption (FEMA review during stable period) - Military-civilian boundary changes (National Guard law enforcement) - Emergency-to-normal transition (permanent emergency governance)
Scoring Framework (0-100):
P_recent_anomaly (Post-1945): - 0-25: Fully typical, abundant precedent - 26-50: Some precedent, but unusual features - 51-75: Limited precedent, notable departure - 76-100: Extremely anomalous, little/no precedent
P_total_anomaly (1789-Present): - 0-25: Common throughout U.S. history - 26-50: Periodic occurrence, historical precedent - 51-75: Rare, few historical analogues - 76-100: Unprecedented or wartime-only precedent
Pro_COG_score (Enhances Continuity): - 0-25: Clearly undermines continuity/survivability - 26-50: Mixed effects, marginal benefit - 51-75: Notable COG enhancement - 76-100: Critical COG capability improvement
Anti_COG_score (Undermines Continuity): - 0-25: Clearly strengthens lawful continuity - 26-50: Minor risks, standard trade-offs - 51-75: Notable risks to distributed resilience - 76-100: Severe concentration/fragility risks
NOTE: Scores do not sum to 100. Dual-use authorities can simultaneously enhance and risk COG.

2.2 Historical Baseline Data

EO Frequency Comparison:

President	Years	EOs/Year	COG Context
FDR	1933-1945	~290	Great Depression + WW2
Truman	1945-1953	~117	Post-war, Korea
Reagan	1981-1989	~48	Cold War COG modernization
Clinton	1993-2001	~46	Post-Cold War drawdown
Bush 43	2001-2009	~36	Post-9/11 COG buildout
Obama	2009-2017	~35	PPD-40 COG framework (2016)
Trump 1st	2017-2021	~55	EO 13961 Mission Resilience (2020)
Biden	2021-2025	~89 (est)	Post-COVID, infrastructure
Trump 2nd (COG corpus only)	**2025-2026**	**~17 (corpus)**	**Focused COG concentration**

Note: Trump 2nd term figure is COG-relevant corpus only, not total EOs issued.

National Emergency Declarations:

Emergency	Year	Type	Duration	Legal Basis
1970s Energy Crisis	1973	Supply disruption	~7 years	Economic authorities
Y2K	1999	Technology risk	1 year	Precautionary
Post-9/11 Terrorism	2001	National security	23+ years	AUMF, NEA
COVID-19	2020	Public health	4 years	Public Health Service Act, NEA
EO 14156 Energy/Minerals	**2025**	**Domestic infrastructure**	**2+ years**	**NEA, DPA**
EO 14333 DC Crime	**2025**	**Law enforcement**	**6+ months**	**DC Home Rule Act**

Finding: EO 14156 and EO 14333 establish **novel emergency categories** without post-1945 peacetime precedent.

COG Institutional Changes:

Event	Year	Mechanism	Scope
FEMA Creation	1979	Congressional + EO (Carter)	New agency
FEMA → DHS	2003	Homeland Security Act (Congress)	Reorganization
PPD-40 Continuity Policy	2016	Presidential Policy Directive (Obama)	Policy framework
EO 13961 Mission Resilience	2020	Executive Order (Trump 1st)	Governance model
EO 14180/14378 FEMA Review	**2025-2026**	**Executive Order + Advisory Council**	**Potential elimination**

Finding: EO 14180/14378 is **unprecedented** in scope (wholesale review vs incremental reform), authority (executive-only vs congressional), and timing (stable period vs post-crisis).

Military Domestic Deployments (DC):

Event	Year	Trigger	Duration	Federal Control
1968 Riots (MLK)	1968	Civil unrest	Days	Limited
9/11 Pentagon	2001	Terrorism	Weeks	Limited
Jan 6 Capitol	2021	Insurrection	Weeks-months	Limited
EO 14333/14339 Crime	**2025**	**Crime rates**	**6+ months**	**Full MPD federalization**

Finding: EO 14333/14339 is **first sustained peacetime deployment** for crime (not insurrection/terrorism) and **first full federalization** of DC police since Home Rule.

2.3 Anomaly Register Summary

12 Anomalies Identified:

ID	Label	P_Recent	P_Total	Pro_COG	Anti_COG
A001	National Energy Emergency	92	88	72	58
A002	FEMA Review Council	89	85	45	**78**
A003	DC Federal Control & Military	**94**	91	68	73
A004	Missile Defense Architecture	87	79	81	42
A005	Energy + Grid + Nuclear Integration	90	82	76	51
A006	Pharmaceutical Reserve + Biosecurity	76	68	**84**	28
A007	Food Supply Chain Nat'l Security	81	77	63	49
A008	First 100 Days Concentration	**93**	85	67	71
A009	DoD EM Updates During FEMA Review	72	65	58	64
A010	Military Personnel Civilian Functions	78	71	52	69
A011	National Emergency Year 2	74	69	61	66
A012	Space Superiority + Missile Defense	83	76	74	48

Distribution Statistics: - **P_recent_anomaly:** Mean 84.1, Median 85.0, Range 72-94 - **P_total_anomaly:** Mean 78.0, Median 78.0, Range 65-91 - **Pro_COG_score:** Mean 66.8, Median 67.5, Range 45-84 - **Anti_COG_score:** Mean 58.1, Median 61.0, Range 28-78

PART 3: VALUE MATRIX & DETAILED ANOMALY ANALYSIS

3.1 Top 5 Anomalies by Recent History Probability

A003: DC Federal Control & Military Deployment

P_recent: 94 | P_total: 91 | Pro_COG: 68 | Anti_COG: 73

EO 14333 (Aug 11, 2025) declares crime emergency in DC; EO 14339 (Aug 25) expands with specialized units.

Unprecedented Elements: - First sustained peacetime National Guard deployment for crime (not insurrection) - Full federalization of Metropolitan Police Department (first since Home Rule 1973) -

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Creation of permanent specialized Title 32 National Guard unit for capital security - Deputization of National Guard for federal law enforcement under 30+ day deployment - Concurrent specialized DOJ/DHS/NPS units
Historical Comparison: - 1968 riots: Days-long emergency response, no MPD federalization - Jan 6 2021: Weeks-long response to insurrection, no sustained deployment - **No peacetime precedent** for sustained military law enforcement in capital
Pro-COG Justification (68/100): Enhances capital security and federal installation protection. Protects continuity by securing seat of government. Responds to legitimate security concerns in national capital region.
Anti-COG Justification (73/100): Normalizes military domestic law enforcement. Erodes Posse Comitatus norms and civilian control. Creates precedent for executive military deployment without congressional authorization. Concentrates federal security apparatus under executive branch. Permanent specialized unit suggests institutionalization beyond temporary emergency.

A008: Concentrated Emergency/COG Authorities in First 100 Days

P_recent: 93 | P_total: 85 | Pro_COG: 67 | Anti_COG: 71
Within first 100 days: National energy emergency (Day 1), FEMA review (Day 5), Iron Dome (Day 8), Energy Dominance Council (Day 26), plus military readiness/border EOs.
Unprecedented Elements: - Most rapid peacetime accumulation of COG-adjacent authorities since FDR 1933 - Multiple emergency declarations (energy, implicitly disaster preparedness via FEMA review) - Homeland defense architecture overhaul (missile defense) - COG institution under review (FEMA) - All within 100 days, stable international/domestic conditions
Historical Comparison: - FDR 1933: Comparable speed, but Great Depression crisis context - Post-9/11 Bush: Rapid but focused on terrorism response to attack - **No peacetime precedent** for this concentration without immediate crisis
Pro-COG Justification (67/100): Rapid action on identified vulnerabilities. Proactive resilience building. Addresses long-term infrastructure gaps. Consolidates authorities for efficient implementation.
Anti-COG Justification (71/100): Concentration of executive power without crisis justification. Limited congressional deliberation period. Creates emergency-powers-as-normal governance framework. Risk of normalizing extraordinary authorities. Bypasses checks and balances through speed.

A001: National Energy Emergency Declaration

P_recent: 92 | P_total: 88 | Pro_COG: 72 | Anti_COG: 58
EO 14156 (Jan 20, 2025 - Day 1) declares national emergency for energy and critical minerals; invokes NEA and DPA.
Unprecedented Elements: - First peacetime domestic infrastructure emergency declaration invoking wartime production authorities - Day 1 implementation (no transition analysis period) - Waives environmental reviews (50 USC 4533(a)(1)-(6)) - Delegates DPA authorities to SecDef for mineral production - Continued for Year 2 (Jan 2026)
Historical Comparison: - 1970s energy crisis: Supply disruption, but limited emergency authorities - Y2K: Technology risk, precautionary, brief - COVID-19: Public health crisis, immediate threat - **No precedent** for peacetime domestic infrastructure emergency absent supply disruption
Pro-COG Justification (72/100): Enhances critical infrastructure resilience. Addresses energy supply vulnerabilities. Supports grid reliability and operational energy for DoD installations. Reduces foreign dependency on critical minerals. Enables rapid infrastructure development.
Anti-COG Justification (58/100): Concentrates emergency powers on Day 1 without transition review. Bypasses environmental and regulatory checks. Creates legal framework for ongoing executive

discretion. Multi-year emergency normalizes extraordinary authorities. DPA delegation to DoD blurs civilian-military infrastructure roles.

A005: Energy Emergency + Grid + Nuclear + Data Center Integration

P_recent: 90 | P_total: 82 | Pro_COG: 76 | Anti_COG: 51

Integrated framework: EO 14156 (national emergency) → EO 14262 (grid security) → EO 14299 (advanced nuclear) → EO 14318 (data centers).

Unprecedented Elements: - Mutually-reinforcing EO cluster creating whole-of-infrastructure transformation - Emergency authorities (NEA, DPA, Federal Power Act) anchor downstream actions - Comprehensive scope: generation → transmission → consumption → digital infrastructure - Accelerated timelines for deployment (nuclear reactors, data centers) - DoD installation power explicitly included (EO 14299)

Historical Comparison: - Post-1945 energy policy typically incremental, sector-specific - No precedent for emergency-driven, integrated infrastructure buildout absent war - Scope comparable to WW2 mobilization, Korean War production

Pro-COG Justification (76/100): Comprehensive critical infrastructure resilience. Energy independence reduces foreign vulnerabilities. Grid hardening protects against physical/cyber threats. Advanced nuclear provides secure DoD installation power. Data center expansion supports command/control/communications. Strategic integration increases effectiveness.

Anti-COG Justification (51/100): Emergency authorities bypass normal oversight for multi-year programs. Concentration of infrastructure control under executive emergency powers. Potential for mission creep beyond stated national security purposes. Resource allocation decisions made under emergency framework rather than deliberative process. Permanent infrastructure changes via temporary authorities.

A002: FEMA Structural Review Council

P_recent: 89 | P_total: 85 | Pro_COG: 45 | Anti_COG: 78

EO 14180 (Jan 24, 2025) creates 20-member council to review FEMA; EO 14378 (Jan 23, 2026) extends to March 25, 2026.

Unprecedented Elements: - Executive-only authority to recommend elimination/restructuring of primary federal emergency response agency - Wholesale review mandate ("fundamental structural changes") vs incremental reform - Timing during stable period (not post-disaster crisis) - Council empowered to recommend federal-state rebalancing (FEMA as "support agency" vs lead) - Extended beyond initial 1-year charter while report pending

Historical Comparison: - FEMA creation 1979: Congressional + executive action - FEMA → DHS 2003: Congressional Homeland Security Act post-9/11 - PPD-40 2016: Presidential policy directive, not institutional review - **No precedent** for executive council empowered to eliminate core COG agency

Pro-COG Justification (45/100): Could improve disaster response efficiency if well-designed. Addresses legitimate questions about federal-state balance. Potential for streamlined coordination. May identify waste/inefficiency.

Anti-COG Justification (78/100 - HIGHEST IN CORPUS): Disrupts established COG infrastructure during 1+ year review period. Creates uncertainty in disaster response chain of command. Potential fragmentation of federal emergency coordination if eliminated. Executive-only process bypasses congressional deliberation on core COG function. Timing during stable period suggests political rather than operational motivation. Extension indicates prolonged instability in COG architecture.

3.2 Top 5 Pro-COG Scores (Enhance Continuity)

A006: Strategic Pharmaceutical Reserve + Biosecurity Framework

Pro_COG: 84 | P_recent: 76 | P_total: 68 | Anti_COG: 28

EO 14336 (Aug 13, 2025) establishes strategic active pharmaceutical ingredient reserve with domestic production mandates. EO 14292 (May 1, 2025) enhances biosafety/biosecurity oversight.

Pro-COG Enhancement: Medical countermeasures are **critical COG capability**. Leadership continuity requires access to pharmaceuticals during crisis. Strategic reserve reduces foreign dependency (China dominates API production). Domestic production resilience against supply chain disruption. Biosecurity framework protects against biological threats. Links to DPA authorities for rapid production expansion.

Minimal Anti-COG Risk (28/100): Standard emergency preparedness enhancement. Follows established strategic reserve model (Strategic National Stockpile precedent). Biosecurity oversight is prudent governance, not overreach.

A004: Homeland Missile Defense Architecture Shift

Pro_COG: 81 | P_recent: 87 | P_total: 79 | Anti_COG: 42

EO 14186 (Jan 27, 2025) directs comprehensive next-generation missile defense shield; space-based interceptors; boost-phase capabilities.

Pro-COG Enhancement: Directly enhances national survival against existential threats. Protects leadership, critical infrastructure, civilian population from ballistic/hypersonic attack. Secure second-strike capability maintains deterrence. Comprehensive defense reduces vulnerability to peer adversary countervalue attacks. Space-based boost-phase intercept addresses hardest technical challenge.

Moderate Anti-COG Risk (42/100): Potential strategic instability if adversaries perceive first-strike capability. Massive resource diversion from other COG capabilities. Technical risk - if unfeasible, undermines confidence in existing deterrence. Arms race dynamics.

A005: Energy Emergency + Grid + Nuclear + Data Center Integration

Pro_COG: 76 | P_recent: 90 | P_total: 82 | Anti_COG: 51

[See detailed analysis above in A005 anomaly]

Critical infrastructure resilience across generation, transmission, consumption, and digital domains enhances continuity.

A012: Space Superiority + Lunar Milestones Integration with Missile Defense

Pro_COG: 74 | P_recent: 83 | P_total: 76 | Anti_COG: 48

EO 14369 (Dec 18, 2025) sets milestones: Moon return 2028, missile defense demo 2028, lunar outpost + nuclear power 2030. Links to EO 14186 missile defense.

Pro-COG Enhancement: Space-based strategic capabilities enhance deterrence and COG. Dual-use civil-military program efficiency. Lunar nuclear power demonstrates energy resilience in extreme environments (applicable to hardened COG sites). Space superiority protects satellite infrastructure critical for command/control. Integrated approach maximizes resource effectiveness.

Moderate Anti-COG Risk (48/100): Civil-military boundary blurring. Treaty complications (Outer Space Treaty). Resource competition between civil and military objectives.

A001: National Energy Emergency Declaration

Pro_COG: 72 | P_recent: 92 | P_total: 88 | Anti_COG: 58

[See detailed analysis above in A001 anomaly]

Energy infrastructure resilience foundational to all COG operations.

3.3 Top 5 Anti-COG Scores (Risk to Continuity)

A002: FEMA Structural Review Council

Anti_COG: 78 | Pro_COG: 45 | P_recent: 89 | P_total: 85

[See detailed analysis above in A002 anomaly]

Disruption of core COG institution, executive-only process, prolonged uncertainty.

A003: DC Federal Control & Military Deployment

Anti_COG: 73 | Pro_COG: 68 | P_recent: 94 | P_total: 91

[See detailed analysis above in A003 anomaly]

Normalizes military domestic law enforcement, erodes civilian control, concentrates capital security.

A008: Concentrated Emergency/COG Authorities in First 100 Days

Anti_COG: 71 | Pro_COG: 67 | P_recent: 93 | P_total: 85

[See detailed analysis above in A008 anomaly]

Concentration of executive power, emergency-as-normal governance, limited deliberation.

A010: Military Personnel for Civilian Functions Policy Update

Anti_COG: 69 | Pro_COG: 52 | P_recent: 78 | P_total: 71

DTM 24-007 CH 1 (Jan 16, 2026) updates policy for military personnel performing civilian functions.

Anti-COG Risk: Policy update timing coincides with DC National Guard law enforcement deployment. Normalizes military domestic operations. Erodes Posse Comitatus norms. Potential for political use of military in civilian governance. Blurs military-civilian roles in peacetime. Creates framework for substituting military for federal civilian workforce.

Moderate Pro-COG (52/100): Emergency manning flexibility essential for continuity. Provides surge capacity during crisis. Legitimate continuity-of-operations capability.

A011: National Emergency Continuation (Year 2)

Anti_COG: 66 | Pro_COG: 61 | P_recent: 74 | P_total: 69

January 2026 notice continues EO 14156 energy/minerals national emergency for second year.

Anti-COG Risk: Normalizes permanent emergency governance. Emergency authorities become de facto normal operating procedures. Limited congressional oversight of renewals (pro forma notification). Multi-year domestic infrastructure emergency unprecedented absent ongoing crisis. Creates expectation of indefinite emergency renewal.

Moderate Pro-COG (61/100): Sustained focus on infrastructure resilience. Long-term planning enabled by authority continuity. Addresses vulnerabilities requiring multi-year fixes.

PART 4: METHODOLOGY, ASSUMPTIONS, & LIMITATIONS

4.1 Data Sources & Verification

Primary Sources Used: - Federal Register (official EO publication) - WhiteHouse.gov presidential actions archive - DoD Issuances website (esd.whs.mil) - U.S. Code (statutory authorities) - Congressional Research Service reports - Government Accountability Office analyses - Academic legal scholarship (UC Berkeley, Harvard law reviews)

Verification Status: - ✅ **Verified:** All EO numbers, titles, dates, statutory hooks confirmed from Federal Register or official White House publication - ✅ **Verified:** DoD issuances confirmed from official DoD Issuances portal - ✅ **Verified:** Historical comparisons cross-referenced with CRS, GAO, academic

sources - ⚠️ **Inferred:** Some implementation details inferred from EO text + standard practice (e.g., DPA delegation procedures) - ❌ **Speculation:** Classified continuity planning details unavailable (acknowledged gaps below)

4.2 Baseline Construction

Post-1945 Baseline: - Presidential EO frequency calculated from National Archives data - National emergency declarations from CRS "National Emergencies" reports - COG institutional history from FEMA archives, DHS documentation, PPD-40 text - Military deployment history from DoD historical office, news archives

Total U.S. History Baseline: - Constitutional emergency powers from legal scholarship (Rossiter, Farber) - Wartime mobilization from historical records (WW1, WW2, Korea) - Posse Comitatus and civil-military relations from military history - Limited data pre-1945 acknowledged

Limitations: - Pre-1945 data sparse for some metrics (DoD directive equivalents, formal emergency declarations) - Classified COG plans unavailable (COGCON levels, classified annexes, relocation sites) - Budget/program data partially available (USAspending, OMB, but classified programs excluded)

4.3 Scoring Calibration

0-100 Scale Rationale: - Allows granular differentiation vs binary (yes/no) anomaly classification - Captures uncertainty (mid-range scores for ambiguous cases) - Enables statistical analysis (means, medians, distributions)

Calibration Process: 1. **Anchor Points:** Establish clear 0, 50, 100 cases - P_recent_anomaly 0: Standard practice (e.g., routine agency MOU) - P_recent_anomaly 50: Notable but precedented (e.g., Biden infrastructure EOs) - P_recent_anomaly 100: No post-1945 precedent (e.g., hypothetical martial law declaration)

2. **Historical Analogue Matching:** Compare to known cases
   - FDR 1933 first 100 days = 95/100 recent, 80/100 total (Depression context)
   - Post-9/11 Patriot Act = 88/100 recent (attack context)
   - Trump 2nd first 100 days = 93/100 recent (no immediate crisis)
3. **Dual Scoring (Pro/Anti-COG):** Independent assessment
   - Single authority can enhance AND risk COG simultaneously
   - Example: Missile defense enhances survival (Pro 81) but risks strategic instability (Anti 42)

Subjectivity Acknowledged: Scoring involves analytical judgment. Different analysts might assign scores ±10 points. However: - Relative rankings robust (A003 more anomalous than A011 regardless of exact scores) - Threshold findings robust (mean P_recent 84.1 clearly "highly anomalous" band) - Narrative justifications transparent and falsifiable

4.4 Gaps & Outstanding Questions

Data Gaps Requiring FOIA/Classified Access:

1. **Classified Continuity Plans:**
   - COGCON (Continuity of Government Readiness Conditions) level changes
   - Classified annexes to EO 14180 FEMA review
   - Classified portions of EO 14186 missile defense architecture
   - Presidential Emergency Action Documents (PEADs) updates
2. **Budget/Program Details:**
   - Classified portions of DoD budget supporting EO 14156, EO 14186
   - Black budget allocation changes 2025-2026
   - Contractor obligations under DPA authorities (EO 14156, EO 14336)
3. **Operational Implementation:**
   - Actual DC National Guard deployment numbers, rotations (EO 14333/14339)

- DoD emergency management exercises under updated DoDI 6055.17
- FEMA Review Council deliberations (closed sessions)

4. **Inter-agency Coordination:**
   - National Security Council staff continuity planning
   - DHS-DoD coordination on energy infrastructure (EO 14156 + EO 14262)
   - Intelligence Community assessments of COG vulnerabilities

Outstanding Analytical Questions:

1. **Causation vs Correlation:**
   - Are EO 14180 FEMA review and concurrent DoD EM updates (DoDI 3001.02, 6055.17) coordinated, or coincidental?
   - Does DTM 24-007 (military civilian functions) update directly link to EO 14333/14339 DC deployment?
2. **Intent vs Impact:**
   - Are concentrated first-100-days authorities intentional COG architecture shift, or opportunistic use of transition period?
   - Is EO 14156 energy emergency genuine infrastructure concern, or legal predicate for unrelated authorities?
3. **Precedent Interpretation:**
   - How closely does EO 14156 resemble WW2-era industrial mobilization (qualitative similarity despite peacetime)?
   - Is FEMA review (EO 14180) comparable to 9/11 Commission recommendations (external review leading to institutional change)?

Limitations Summary: This analysis provides **unclassified, open-source assessment** of publicly available authorities and historical patterns. Complete COG picture requires: - Classified continuity plans and directives - Budget execution data (including black programs) - Operational details of implementation - Classified threat assessments driving decisions

Confidence Levels: - **High confidence:** Anomaly identification (unprecedented combinations, timing, scope) - **Moderate confidence:** Pro/Anti-COG scoring (depends on implementation details) - **Low confidence:** Long-term strategic impact (depends on future actions, court challenges, congressional responses)

PART 5: FINDINGS & IMPLICATIONS

5.1 Core Findings Summary

Finding 1: Structural Transformation of COG Architecture

Trump's second term exhibits **qualitative shift** in continuity of government approach: - From **incremental** to **comprehensive** (integrated energy-grid-nuclear-data framework) - From **reactive** to **preemptive** (Day 1 emergency declarations absent immediate crisis) - From **distributed** to **concentrated** (executive emergency authorities across domains) - From **institutional stability** to **institutional review** (FEMA under potential elimination)

Finding 2: Novel Emergency Governance Framework

Two new emergency categories established: 1. **Domestic Infrastructure Emergency (EO 14156):** Invokes wartime production authorities (DPA) for peacetime infrastructure buildout 2. **Crime-Based Federal Control (EO 14333/14339):** Federalizes local law enforcement and deploys military for sustained crime response

Both lack post-1945 peacetime precedent. Combined with Year 2 continuation (EO 14156), suggests **normalization of permanent emergency governance**.

Finding 3: Military-Civilian Boundary Erosion
Multiple authorities blur traditional separation: - DC National Guard law enforcement deployment (EO 14333/14339) - Military personnel civilian functions policy update (DTM 24-007) - DoD emergency management updates during civilian EM agency review (DoDI 3001.02, 6055.17) - Specialized Title 32 National Guard unit for capital security
Pattern suggests **institutionalization** of military domestic operations beyond temporary emergency response.
Finding 4: High Anomaly, Dual-Use COG Impact
Mean scores indicate: - **P_recent_anomaly 84.1/100:** Highly anomalous vs post-1945 - **P_total_anomaly 78.0/100:** Highly anomalous vs total U.S. history - **Pro_COG 66.8/100:** Moderate-strong continuity enhancement - **Anti_COG 58.1/100:** Moderate continuity risk
Interpretation: Authorities simultaneously enhance survival capabilities (reserves, missile defense, infrastructure) while concentrating power and disrupting institutions.
Finding 5: Speed and Concentration Unprecedented in Peacetime
First 100 days concentration (A008: 93/100 recent) comparable only to: - FDR 1933 (Great Depression crisis) - Post-9/11 Bush (terrorist attack response)
No peacetime precedent for this speed absent immediate crisis.

5.2 COG Posture Assessment

Enhanced Capabilities (Pro-COG): 1. **Strategic Reserves:** Pharmaceuticals (EO 14336), energy (EO 14156 implicit) 2. **Critical Infrastructure:** Grid (EO 14262), nuclear (EO 14299), data centers (EO 14318) 3. **Homeland Defense:** Missile defense (EO 14186), space capabilities (EO 14369) 4. **Supply Chain Resilience:** Food (EO 14364), pharmaceuticals (EO 14336), minerals (EO 14156) 5. **Capital Security:** Enhanced DC protection (EO 14333/14339)
Degraded/Disrupted Elements (Anti-COG): 1. **Institutional Stability:** FEMA under review with elimination on table (EO 14180/14378) 2. **Civilian Control:** Military domestic law enforcement normalization (EO 14333/14339, DTM 24-007) 3. **Distributed Resilience:** Emergency authority concentration in executive 4. **Checks and Balances:** Emergency powers bypass normal oversight 5. **Predictability:** Ongoing institutional review creates uncertainty in disaster response
Net Assessment:
Short-Term (2025-2026): - **Pro-COG:** Infrastructure investments, strategic reserves, defense capabilities provide tangible resilience improvements - **Anti-COG:** Institutional disruption (FEMA review), military domestic operations, emergency power concentration create immediate risks
Medium-Term (2026-2028): - **Pro-COG:** If infrastructure projects completed, pharmaceutical/mineral reserves established, missile defense architecture deployed → significant capability enhancement - **Anti-COG:** If FEMA eliminated/weakened, military domestic operations normalized, emergency renewals perpetual → structural COG degradation
Long-Term (2028+): - **Depends on:** FEMA review outcome, congressional response, court challenges, successor administration actions - **Risk:** Permanent emergency governance becomes normal; distributed COG institutions eroded - **Opportunity:** Infrastructure resilience improvements outlast emergency authorities if properly transitioned

5.3 Historical Analogues & Precedents

Closest Historical Comparisons:
1. FDR First 100 Days (1933) - **Similarity:** Rapid concentration of emergency authorities; multiple executive actions; New Deal infrastructure programs - **Difference:** Great Depression provided immediate crisis justification; congressional cooperation (not unilateral executive); focus on economic recovery not national security COG

2. WW2 Mobilization (1940-1942) - **Similarity:** DPA-like production authorities; infrastructure prioritization; whole-of-government coordination - **Difference:** Declared war provided constitutional justification; temporary wartime measures; clear end-state (victory)
3. Post-9/11 COG Buildout (2001-2003) - **Similarity:** Rapid national security authorities; new agencies/reorganizations (DHS); emergency declarations; military domestic operations (airport security, later TSA) - **Difference:** Terrorist attack provided immediate crisis; congressional authorization (AUMF, Homeland Security Act); focus on terrorism not comprehensive infrastructure
4. Cold War COG Establishment (1950s-1960s) - **Similarity:** Homeland defense architecture (early warning, civil defense); continuity planning; classified relocation sites - **Difference:** Existential nuclear threat provided justification; gradual institutional build (not 100-day concentration); congressional buy-in
Key Distinction:
Trump second-term COG architecture is **unprecedented in combining:** - WW2-scale infrastructure mobilization (energy, grid, nuclear, minerals) - Post-9/11 security posture (homeland missile defense, capital security) - FDR-speed authority concentration (first 100 days) - **WITHOUT immediate crisis justification**

5.4 Implications for COG Resilience

Positive Implications:

1. **Proactive Vulnerability Reduction:** Addressing infrastructure gaps before crisis (grid, energy, pharmaceuticals)
2. **Integrated Approach:** Whole-of-government coordination via Energy Dominance Council, integrated EO framework
3. **Long-Term Planning:** Multi-year authorities enable sustained programs vs short-term reactive measures
4. **Homeland Defense:** Comprehensive missile defense addresses existential threat gap

Negative Implications:

1. **Institutional Fragility:** FEMA review creates single-point-of-failure risk if primary disaster response agency weakened
2. **Emergency Dependence:** Permanent emergency authorities undermine normal governance; what happens when emergency ends?
3. **Congressional Marginalization:** Executive-driven COG architecture bypasses legislative deliberation and appropriations oversight
4. **Military-Civilian Erosion:** Normalizing military domestic operations risks long-term civil-military relations damage
5. **Precedent Risks:** Future administrations may cite Trump second-term authorities to justify further expansions

Critical Questions:

1. **Reversibility:** Can emergency authorities be unwound, or do they become permanent?
2. **Scope Creep:** Will DPA authorities (EO 14156) expand beyond stated infrastructure purposes?
3. **FEMA Outcome:** If eliminated, what replaces federal disaster coordination? State-based system? DoD-led?
4. **Congressional Response:** Will Congress reassert oversight, or acquiesce to executive COG architecture?
5. **Judicial Review:** Will courts uphold novel emergency categories (energy, crime) or impose limits?

CONCLUSION

Synthesis

Donald Trump's second-term continuity of government architecture represents the **most significant peacetime transformation of U.S. emergency governance since the Cold War**, characterized by:

1. **Unprecedented speed** (first 100 days concentration: 93/100 anomaly score)
2. **Novel emergency authorities** (domestic infrastructure, crime-based federal control)
3. **Comprehensive scope** (energy, grid, nuclear, pharmaceuticals, food, space, missile defense)
4. **Institutional disruption** (FEMA under potential elimination)
5. **Military-civilian boundary blurring** (DC deployment, civilian function substitution)

The pattern is highly anomalous (mean 84.1/100 recent history, 78.0/100 total history) and exhibits **dual COG impact**: significant capability enhancements (mean Pro-COG 66.8/100) coupled with institutional risks (mean Anti-COG 58.1/100).

Investigative Assessment

Strengths of Second-Term COG Approach: - Addresses real vulnerabilities (grid, energy supply, pharmaceutical dependency, homeland defense gaps) - Integrated framework maximizes synergies across domains - Proactive rather than reactive crisis response - Strategic reserves and infrastructure investments provide tangible resilience

Weaknesses of Second-Term COG Approach: - Executive concentration without crisis justification - Disruption of established COG institutions (FEMA) - Normalization of military domestic operations - Permanent emergency governance bypasses checks and balances - Precedent for future expansions of executive emergency powers

Unanswered Questions Requiring Further Investigation

1. **Classified Continuity Plans:** What COGCON level changes, if any? What classified annexes exist for EO 14180, EO 14186?
2. **Budget Reality:** Are appropriations supporting stated objectives, or are EOs aspirational?
3. **Implementation Fidelity:** Are agencies executing EO mandates, or slow-rolling?
4. **FEMA Review Outcome:** What will December 2025 / March 2026 reports recommend?
5. **Congressional Intent:** Will appropriations committees fund, modify, or defund EO programs?
6. **Judicial Challenges:** Will courts uphold novel emergency categories?

Final Observation

The Trump second-term COG architecture is **not simply a continuation** of prior patterns. It represents a **qualitative shift** toward: - **Preemptive emergency governance** (declaring emergencies before crises) - **Comprehensive infrastructure mobilization** (integrated across sectors) - **Executive-driven institutional restructuring** (bypassing congressional deliberation) - **Military-civilian role fusion** (domestic operations normalization)

Whether this shift **enhances or undermines** national continuity depends on: - **Implementation quality** (do infrastructure projects succeed?) - **Institutional outcomes** (does FEMA survive? How does it change?) - **Legal sustainability** (do courts uphold authorities?) - **Political acceptance** (does Congress push back or acquiesce?) - **Future administration actions** (temporary or permanent framework?)

The 2025-2026 period will be studied by future COG analysts as either: - A necessary correction of critical vulnerabilities, or - A dangerous concentration of executive emergency powers

Time, implementation, and institutional responses will determine which interpretation prevails.

APPENDICES

Appendix A: Complete Sources List

[Separate deliverable: sources_appendix.csv with full citations]

Appendix B: Network Visualization Data

[Separate deliverables: cog_dependency_network_nodes.csv, cog_dependency_network_edges.csv]

Appendix C: Anomaly Register

[Separate deliverable: cog_anomaly_register_with_scores.csv]

Appendix D: Historical Baseline Data

[Separate deliverable: historical_baselines_comparison.csv]

Appendix E: Methodology Documentation

[See Part 4 above]

END OF REPORT

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This analysis is based on publicly available information as of February 1, 2026. Classified continuity planning details, budget execution data, and operational implementation specifics may significantly alter conclusions. This report should be read in conjunction with primary source documents (Federal Register, DoD Issuances) and updated as new information becomes available.